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ABSTRACT

The crisis in education that faces the nations of the world at the end of the 20th century requires not only a new approach to the development of education as a social institution, but also the restructuring of the traditional systems of planning and management of education. The democratization of educational planning is called for, in which a flexible and open system would involve all persons and groups of people with a stake in the system, not just educational administrators and bureaucrats. A new system of educational planning and management must put individuals at its center, not some social or economic problem to be solved at the moment. Education also must be seen in terms of fostering lifelong learning. The problem of illiteracy is examined in detail in terms of educational planning and management. (DB)

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NEW APPROACHES TO THE PLANNING AND MANAGEMENT OF EDUCATION AT THE THRESHOLD OF THE XXI CENTURY

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NEW APPROACHES TO THE PLANNING AND MANAGEMENT OF EDUCATION AT THE THRESHOLD OF THE XXI CENTURY

The dynamic social, political, scientific and technological development of mankind at the end of the XX th century, deepening of the processes of internationalization and interdependence in the modern world, growing of the importance of resolving global problems, understanding of the necessity of deep democratization and humanization of all aspects of social life put forward before the education many difficult problems. Many countries of the world experienced the inability of existing educational systems to solve successfully these new problems because of their large inertia, traditional approaches and methods of dealing with those problems, build-up stereotypes.

Whatever we call this situation - "crisis of education", "deepening of contradictions in the development of education", "necessity of the renovation of education", "necessity of deep reforms in education" - the understanding of it leads us to one general conclusion: we need new approaches to the development of education, new thinking in this sphere of life, deep restructuring of the traditional educational structures, rethinking of the role of systems of education in the changing world, objectives, functions, content, forms and methods of education and self-education, the role of education in solving the problems of the society and an individual.

Having in mind this general background one can understand the

problems which the planning and management of education face at the threshold of two centuries and two milleniums.

The enthusiastic attitude towards the planning of education as an important tool of education development during the last three decades of the XX th century is now replaced by certain amount of disappointment because of its insufficient effectiveness.

Much effort and finance was put into the perfectioning of the tools and machanism of planning of education for the different social enviroments but the results were not always positive.

As we understand, this happens not because the idea of education planning exausted itself or because the tools of planning are not sufficiently complex and sophisticated or because the technicai base of education is poor. The fact is that being carried away by perfectioning the planning of education we often forget about its practical function, we forget that the planning of education is not the value per se but is one of the modern devices of the development and management of education.

Therefore in many cases the role of education planning and management was reduced to the use of the method of extrapolation of existing tendencies into the future without deeply overthinking them, without search for new ways of education development. In other words, substantially quantative methods of education planning used in current practice came into contradiction with the necessity of looking for principally new ways of education development in general. This contradiction was aggravated by the fact that practically all countries of the world experienced the problem of lacking sufficient financial and material resources for the development of education and training of teachers which

made negative influence on the quality of education.

From this follows that at the threshold of the XXI st century we need not only the new approach to the development of education as a social institution in general but also the restructuring of the traditional systems of planning and management of education in the light of new educational situation in the world, the necessity of reconsidering the objectives, functions and role of education in the changing society. That is, one can speak about the transformation of education planning into an important device of social design of educational systems which correspond to the progressive tendencies of social development, the progressive vision of the future.

The beginning of the 90-ies of the XX th century is characterized by a number of positive changes in the world. First of all we witness the end of the decades-long "Cold War" period that is the result of the important victory of new political thinking, a strong impulse to which was given by perestroika and glasnost in the Soviet Union. We also witness the coming era of world cooperation, the growing intergrative tendencies in the world. More and more people acknowledge the fact of interdependence of all countries of the world, the necessity of their constructive interaction.

On the one hand, we witness the greatest social shifts, for example, the transformation of education in mass phenomenon, the realization in practice of one of the most fundamental human rights - right to education, the deepening of the processes of its democratization in many countries of the world.

On the other hand, mass illiteracy continues to exist in many countries and regions of the world. The development of civilization is negatively affected by functional illiteracy and professional incompetence by the people who were educated in the frame of

existing educational systems. All this indicates at the existence of deep contradictions in the development of educational systems. They show themselves with different levels of acuteness, by their different sides, often very surprisig ones.

Generally speaking, the system of education reflect the complex and controversial dynamics of the modern world.

In these conditions one can speak about the growing role of scientific prognosis of education development as the basis for restructuring of the planning of education. Our notions on the role, objectives, functions, content, scales of education and prospects of its development must permanently and consciously adapt themselves to the changing socio-economic conditions of our life.

Doing this it is necessary to have in mind the following important factors:

- socio-economic shifts in the society and their tendences:
- scientific and technological progress and consequent socio-economic problems and tendences, in particular, informatization of society;
- new tendences in political life of the society, the pressing necessity of democratization of all aspects of life, practical realization of human rights;
- global problems of the modern world that can only be solved through the close interaction and cooperation of different countries and peoples.

The experience of organization of largescaled educational campaigns during the passing decades such as the campaigns on illiteracy eradiction and the development of adult education, implementation of general basic education and some others, show that only in some cases and in some countries they reached the

planned goals. In most cases the success of campaigns was only partial but in number of cases they did not produce any expected results.

There are many causes of this - the lack of financial and material resources, limitations in teaching personnel, insufficient social support, etc.

And stll we think that there is one common reason - poor planning of campaigns, disbalance of objectives and means of reaching them, and very often - the dominance of old stereotypes of education development, the use of inadequate forms and methods of management.

Let us consider one of the most burning and acute problems of modern times - problem of illiteracy. There is hardly necessary to prove the importance of solving this problem for many countries and regions. The decision of UNO about the naming 1990 the International Year of Literacy and the development of the plan of actions aiming at eradiction of illiteracy by 2000 - this is the biggest action of our time the details of which are reflected in many documents and actions taking into account the variety of local conditions.

In case of its successful implementation the mankind will achieve new qualitative state and new educational situation by the beginning of XXI st century.

However to implement the planned projects it is not sufficient just to mobilize necessary resources. It is very important to choose the correct general strategy of education development on which all the work of the eradiction of illiteracy could be based. In modern conditions, as it was shown by the experience of recent years and results of research, such strategy is closely connected

with the realization of the concept of lifelong education as the most general and universal educational concept reflecting the modern achievements of the science of education in different countries of the world.

The essence of this concept is not only and mainly the restructuring of educational systems but putting in the centre of attention the human being, the development of the creativity in the human personality, the humanization of the educational process. The human being with his or her needs and problems gets into the phocus, and the development of the person becomes the general objective of education.

From this angle it is necessary to think over all mechanism of the education development, its content, forms, methods, stages and levels, the ratio between organized education and self-education etc. Obviously, it is necessary to examine critically the experience of education planning and management, destroy the old stereotypes of thinking and acting in that field.

One can think that if we try to consider the problem of the eradiction of illiteracy from the point of the concept of lifelong education we will face serious questions. Is it sufficient in modern conditions to learn to read and count to become a literate person? What is literacy in its modern understanding? How does the modern understanding of literacy differ from the notion of literacy of XIX th century or even the first half of the XX th century. What is the relation between the understanding of literacy with the concrete socio-economic conditions of a country or a region? The critical approach to the traditional understanding of literacy, its evaluation from the position of concept of lifelong education bring us to the conclusion about the necessity

of the development of modern concept of literacy reflecting the realia and tendences of the development of the modern world. Clearly, we need new approaches to the problem of literacy which take into account the demands of scientific and technological revolution, democratization, humanization, ecologization and informatization of education. We should approach new conditions with new criteria of evaluation. Only in this way it is possible to achieve progress in the development of education. The new concept of literacy which is to be developped must be based on the ideas of lifelong education, must come out of them and must help to implement them in practice.

In modern coditions one should speak not only about liquidation of illiteracy, though it remains the most important problem of the mankind, but also about new objectives and stages of the literacy development which should be reached for democratization of the society, its humanization, for transforming the education in the powerful means of social progress. One of these objectives is to reach basic literacy in its current understanding that can serve as a starting point of lifelong education and human development at any age.

The approach towards the development of education, its restructuring from the point of view of the concept of lifelong education when the human being and not the educational structure gets into the centre of attention requires the radical democratization of the education itself and forms and methods of education planning and management. It is important to move from the burocratic methods of planning and management of education when it was and often still is the sphere of activity of administrators who are the prisoners of their stereotypes of thinking, to the flexible and open system of planning and management in which all interested parties: students,

teachers, scholars, the representatives of all spheres of economic and social life-participate.

This approach - the involvment into the planning and management of education of all persons and groups of people dealing with it - will permit the educational system to react flexibly to the appearing social and personal educational needs.

Only thus it is possible to ensure not only massive character of education which is the objective consequence of socio-economic and scientific and technological shifts in the world but also the realization of one of the main rights of every person - the right to education. The real democratization of education means first of all the provision of all necessary conditions for the realization the right to education. And this requires planning, conscious deepening of diversification of educational systems, their differentiation up to individualization aiming at flexibly meeting various needs in education. By other words, the planning of education must be aimed at the development of the unified system of lifelong education. This system must flexibly combine day, night and extra-murial forms of education and self-education, formal and non-formal education, state and social education etc. It must be closely connected with practice, the world of labour, socio-economic processes going in the society.

New ways to the planning of education demand the implementation a systems approach to the development of education, moreover, the human being must be in the centre of attention. One of the most important and difficult problems is the development of social mechanism for real democratization of the planning and management of education. It is evident that one cannot suggest

the universal recepies which can be used in different social, political and economic conditions. However it is important that glasnost and real participation of all interested parties must be indispensable elements of such mechanism. Only by taking these measures it is possible to exclude or minimize the possibility of burocratization of planning and management, and to meet the real needs of society in permanently renovating education of high quality.

The democratization of planning and management of education means, thus, the putting forward the objectives of education development which take into account broad and diverse needs of the society and its members in education, the development of forms and methods of education which provide the opportunities for those interested to get the education at different levels and fields. By other words, we should provide the conditions and possibility for every person to start the educational activities at the moment when he or she needs that, that is, when a social or personal need arises, both in general or professional education.

The implementation of the concept of lifelong education means the shift in the planning and management of education from the reaching formalized objectives (for example, the involvment of certain age groups, the achievement of certain level of education in the society etc.) to the provision of professional, financial, material and psycho-pedagogical conditions for the development of educational systems when the needs in education of all members of the society are met at maximum, that is, to the development of the human being. This does not exclude, obviously, and presupposes the planning of concrete objectives but they are always are subordinate to the solution of super-task the human develop-

ment.

The shift from the management of educational process towards the management of resources, to the creation of conditions for the personality development in the process of education.

This is more complex and sophisticated process. Its accomplishment requires the constant measurement of the effectiveness of the process of education: psycho-pedagogical, socio-pedagogical and socio-economic one. In this case it is not sufficient to use only economic indicators and the criteria of the evaluation of effectiveness. It is necessary to learn how to evaluate and measure the development of the personality in the process of lifelong education. This is a difficult theoretical and practical task which must be solved for restructuring the planning and management of education.

The planning and management of education must take the education at new lewels and give it new quality and not simply extrapolize the existing tendences. These new lewels, new quality must correspond to what we often call as "social order" It takes into account:

- demographic situation
- social problems
- scientific-technological progress
- economic situations.

These factors determine the objectives, tasks, functions of education, the scale of its development, its quality. They form the base for the long-term prognosis of the development of education which is, in turn, the basis for the planning and management in this sphere.

If we attempt to formulate the principles of education planning

which must be saved and developped in the future, the main ones will be as follows:

- relience on research, study of world experience, the prognosis of education development as the most important social institution;

- democratization of planning, optimization of combining centralized planning with the autonomy of educational institutions;

- orientations on meeting social and personal needs in education, on the development of personality, taking into account the interest of all groups of people;

- flexibility of planning, the development of the minimal "feedback" in the process of realization of plans for permanent critical evaluation of educational situation and the appearance of new phenomena.

To follow those principle it is very important to better methods and techniques of planning and also to use stimuli helping the development and realization most effective plans.

The most important tools of educational planning are psychopedagogical, social and economic norms, the complex use of which must ensure the making well-balanced and well-founded plans of the development of the educational system in all fields and levels.

It is necessary to stress the importance of the law basis of planning and management of education what must prevent the development of education from voluntary decisions, local and departmental tendencies, from all kinds of illegal pressures.

The most important principle of education management is the principle of democratization, the close ties with the population, maximal attention to their interests to create effective and dynamic system of lifelong education which functions according

the social and personal interests of people and flexibly adapts to them.

Speaking about the management of education one should not mention the methods of administrating it. As practice shows, an important means to overcome burocratism in the management of education is the use of the economic methods of regulating the rates and proportions of the education development and its quality.

Taking into account all the specifics of the sphere of education it is possible to use here planning, costs, payments, finances and credits, that is all components of economic mechanism for reaching the planned goals of education development.

To develop the economic mechanism of education management it is necessary to develop intensively research in the field of the economics of education.

One more example. In most countries of the world the teachers are paid in relation to the classes they have given. The quality of teaching, as a rule, is not taken into account. The development of the economic mechanism of the stimulating the quality of the teachers work would allow to solve many problems of education management. The same relates to the stimulation of work of the people engaged in the planning and management of education. A number of these examples can be easily enlarged.

Clearly, the implementation of these ideas is a very difficult task. Restructuring in any sphere demands lots of efforts. This is confirmed by the experience of "perestroika" in the USSR.

The development of new approaches to the planning of education and management, their restructuring will demand re-estimation and changing many traditional ideas in this field.

We have seen our aim not in developing the ideal model of

planning and management of education in the future. It is impossible to do, taking into account a big variety of concrete situations in different regions and countries of the world. We put more modest task - to show tendences, to set the ways of development in this sphere, already existing in life and importance of which is growing. The finding and development of these promising tendences requires the future analysis of the experience, deep comprehensive research in different fields: psychology, educational science, sociology, informatics etc.

* * *

In conclusion, answering the question what planning and management of education we need at the threshold of XXI st century, which will evidentely bring deep changes in all spheres of our life, we can say the following.

This must be the planning and management which is based on the scientific prediction of social development, and which takes into account new processes in the life of the society and education. They must be flexible tools of creation and development the systems of education where the human being, the personality is in the centre of our attention and not some social or economic problems being solved at that moment.

The special difficulty of the problems being solved by new planning and management of education is to ensure that the social, economic, political, scientific, technological and other problems would not put in the shade our main objective - the development of human personality, his or her humanistic essence.

This must be the tool of the education democratization cleaned off all burocratic layers and any neglect to the role, inte-

rests and fundamental rights of the human personality.